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DECLASSIFICATION OF CIVIL SERVICE EMPLOYEES.

FEBRUARY 3 (calendar day, FEBRUARY 8), 1922.—Ordered to be printed.

U.S. Congress, Senate and retrenchment.
Mr. STERLING, from the Committee on Civil Service, submitted the following

REPORT.

[To accompany H. R. 8928.]

22-26174
The Committee on Civil Service, to which was referred the bill (H. R. 8928) to provide for the classification of civilian positions within the District of Columbia and in the field services, having considered the same, report favorably thereon with the recommendation that the bill do pass with amendments.

The amendments proposed are formally set forth at the end of this report.

ABSENCE OF SALARY STANDARDS IN FEDERAL SERVICE.

The Government of the United States has never had an adequate system for the standardization and control of the salaries of its civilian employees. These salaries constitute one of the largest items in the cost of the civil government of the Nation, but the country has purchased services without any proper specifications. The exact amount an administrative official could pay an employee for a given position has often been fixed by the Congress, but the salary has been fixed without due consideration of the duties to be performed, and no general provision has been made to regulate and control the kind of service that should be secured for the money. Getting the right kind of service and paying for it a wage that is fair alike to the Government and to the employee are obviously prerequisites to good administration. Real efficiency can not be legislated into the public service; it must be built in by the men and women who are in the executive branch of the service. Obvious as these facts are, the authority to fix wages and the responsibility for getting and utilizing the right types of employees for the Federal service have been so divided and distributed that no single agency can to-day be held to account for the conditions of employment existing in the National Government. Each agency can in turn prove that the responsibility is elsewhere.

CREATION OF CONGRESSIONAL JOINT COMMISSION ON RECLASSIFICATION OF SALARIES.

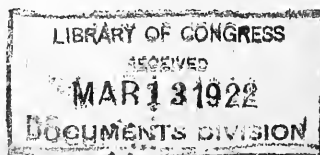
That the existing methods of fixing salaries were entirely unsatisfactory was a matter of common knowledge prior to the World War. When the United States entered that conflict and in the short space of two years approximately doubled its force of civilian employees, the long-recognized defects assumed serious proportions, augmented as they were by the rapid increase in the cost of living. By an act approved March 1, 1919, the Congress established a Congressional Joint Commission on Reclassification of Salaries, composed of three Members of the Senate and three Members of the House of the Sixty-fifth Congress, "to investigate the rates of compensation paid to civilian employees by the municipal government and the various executive departments and other governmental establishments in the District of Columbia, except the navy yard and the Postal Service, and report, by bill or otherwise, as soon as practicable what reclassification and readjustment of compensation should be made, so as to provide uniform and equitable pay for the character of employment throughout the District of Columbia in the services enumerated."

USE MADE OF SPECIALISTS EXPERIENCED IN CLASSIFICATION—CLASSIFICATION BY DUTIES DECIDED UPON.

This commission seemed to appreciate the fact that the situation called not for tinkering with the old methods inherited from a time when the service was small but for the development of a new one that will be applicable to a service with thousands of employees engaged in hundreds of different occupations. It found that other governmental units in this country and abroad had faced similar problems and that the National Government could profit from the experience of other jurisdictions. Specialists in problems of public personnel administration were invited to advise the commission when it was making its preliminary plans. The Civil Service Commissioners and the Chief of the United States Bureau of Efficiency were called in for their advice and suggestions.

Although the various specialists naturally disagreed in respect to details and matters of procedure and technique, they all agreed that there was but one basis on which to classify positions, namely, the actual duty to be performed by the employees.

The commission retained the firm of Griffenhagen and associates, of Chicago, which has had wide experience in classification work, as its technical directing staff, and under authority contained in its organic act it secured by detail from the departments a body of men and women specially equipped by knowledge of the services for the study and the classification of the several lines of work which are carried on in the Government at Washington. Through a carefully worked-out system of committees it secured the advice and criticism of hundreds of Government employees, private employers, and private citizens.



THOROUGHNESS OF INVESTIGATION AND FINDINGS OF COMMISSION IN REGARD TO EXISTING CONDITIONS AND SALARIES.

Without doubt the commission conducted the most comprehensive study of the problem of public employment in Washington which has ever been made in the history of the Government, devoting an entire year to this work. Every employee in Washington coming within its jurisdiction filled out a carefully prepared questionnaire describing his duties and responsibilities and giving the other essential facts regarding his position. These questionnaires were reviewed by the employee's immediate superior, who was also asked to give his own statement of the duties and responsibilities of the employee. Each of these questionnaires was examined and on the basis of the descriptions of duties given therein, supplemented by the other data available to the commission, its classification was developed.

The commission summarized its findings regarding lack of uniformity and equity in present rates of pay in the following language:

1. That the salary and wage rates for positions involving like duties and responsibilities and calling for the same qualifications (that is, for positions of the same class) show wide variations and marked inequalities.

2. That the salary and wage rates for positions of the same class are different in different departments and independent establishments, the scale of pay in some departments being markedly higher than the scale for the same class of work in other departments.

3. That these inequalities in salary and wage scales as between departments are most striking when the rates of pay in the war-expanded establishments are contrasted with those in the organizations that were not largely increased during the war.

4. That the present system of paying bonuses tends to increase the inequality in salary and wage rates for positions of the same class.

5. That rates of compensation in the Government service as a whole have not increased as rapidly as has the cost of living.

6. That the amounts of recent increases in rates of pay in the Government service have varied greatly (a) as between classes of employment and (b) as between departments.

7. That the Government has no standard to guide it in fixing the pay of its employees and no working plan for relating the salaries appropriated to the character and importance of the work for which such salaries are to be paid, and that the designations of positions now appearing in the Book of Estimates are inaccurate and misleading.

8. That there is a large number of unnecessary titles of positions contained in the Book of Estimates upon which appropriations are based, due to the lack of definition of duties of positions: that this is a factor in causing lack of uniformity in rates of pay, and that this number can be materially reduced.

9. That the lack of standardization in rates of pay may be largely accounted for by the unrestricted freedom allowed in the administration of lump-sum appropriations and the rigidity of the present system of statutory appropriations.

10. That the present method of fixing the salaries of employees upon their entrance into the service leads to inequality in the rates of pay for the same class of work at the very start.

11. That the absence of any uniform plan or system for regulating increases in the pay of employees who have gained in experience and usefulness in a given class of work and the even more serious lack of any equitable system of governing promotions from lower to higher classes of positions have been very large factors in causing the disproportion in pay and work.

12. That there is serious discontent accompanied by an excessive turnover and loss among the best trained and most efficient employees, that the morale of the personnel has been impaired, that the national service has become unattractive to a desirable type of technical employee, and that the Government has put itself in the position of wasting funds on the one hand and doing serious injustice to individuals on the other, and of failing to get that degree of efficiency in administration that a more equitable and uniform wage policy would bring about.

CLASSIFICATION RECOMMENDED BY COMMISSION.

As a remedy for these conditions the commission proposed that all positions be divided into classes on the basis of the actual duties and responsibilities of the position, so that all the employees in a given class would be doing substantially the same kind of work, would have the same general qualifications, and assume about the same degree of responsibility, and that all employees in the same class should be paid according to the same salary scale. It presented and proposed for adoption a classification worked out on this basis. This classification contained over 1,700 classes, and for each class, with the exception of the higher administrative technical and scientific ones, there was proposed a salary schedule considered as peculiarly appropriate to that particular class.

For each class found in the service, specifications were prepared describing the duties of positions in that class, illustrated where necessary by typical examples, and giving the minimum qualifications required for entrance to that service. To each class was given a short, distinctive title, with the object of substituting for the meaningless titles now in use in the Federal service a set of standardized titles, the exact meaning of which could be understood by consulting the classification. The classification by the commission was not on the basis of titles but on the basis of the duties and responsibilities of the position as reported by the employee and his immediate superior and as reviewed and checked by the commission. When the classes had been defined on the basis of duties and responsibilities it attached to each class a short descriptive title to be used as the standard name of that position. All the work was on the basis of the duties and responsibilities of the position regardless of any special or peculiar attributes or qualifications of the incumbent that were not necessarily utilized in his regular work.

IMPRACTICABILITY OF REVIEW BY CONGRESS.

The commission's report was complete and thoroughgoing. It made a volume of 884 printed pages and it would have been impracticable for the Congress to review it in detail. It was designed to serve all the purposes of a good classification in modern public personnel administration. Review and control of the salaries by the appropriating agency is only one of these purposes. Any classification scheme used by Congress in making appropriations should, however, be in harmony with the classification used in recruiting, in assigning employees, in controlling promotion, in administering adequate systems of efficiency ratings, and in estimating for and reporting on appropriations, so that needless duplication of classifications may be eliminated and so that all parts will fit together and give the Federal Government a modern system of personnel administration.

THE FIRST LEHLBACH BILL.

Hon. Frederick R. Lehlbach, chairman of the House Committee on Reform in the Civil Service, fully appreciative of the legislative difficulty of passing upon the Reclassification Commission's bill and report, took the first step in the direction of simplification for legislative purposes, by reducing the number of classes so far as was then believed to be practicable, eliminating minor differences in the compensation scale, rearranging the material in a way that would simplify its consideration by Congress, boiling down the descriptions of duties, and eliminating the qualifications statement. He presented his work in the form of a bill (H. R. 15225, 66th Cong., 3d sess.). This bill contained approximately 1,200 classes of positions and required for its presentation 420 pages.

THE PLAN OF SENATE BILL 13.

It seemed apparent that further revision would be necessary to permit of the consideration of the measure by Congress, and accordingly, Senate bill 13 was introduced by the chairman of your committee, in which the specifications for individual classes were eliminated, positions were divided into broad services on the basis of the general nature of the work, such as professional, subprofessional, clerical, etc., and each service was divided into a number of grades according to the nature of the work and responsibility involved. Each service and grade was defined as precisely as possible and for each grade a salary scale was attached providing maximum, minimum, and intermediate rates of pay. The work of defining within each grade such individual classes as it might be necessary to recognize so that all positions in a given class might have substantially similar duties and responsibilities and require substantially similar qualifications, was left to the classifying agency, and, in addition thereto, the function of fixing for each class so established the exact compensation to be paid, with the proviso that this compensation should be within the limits for the grade as established by Congress. This device would give Congress a far greater degree of real control over salary payments than it had ever exercised in the past and yet would leave that degree of administrative flexibility which seems reasonable and necessary. The service and grade specifications in this bill were drafted principally from Mr. Lehlbach's first bill.

THE SECOND LEHLBACH BILL.

On May 18, 1921, Mr. Lehlbach introduced a second bill (67th Cong., 1st sess., H. R. 6298) differing in many important administrative provisions from Senate bill 13, but following the same general principle of congressional control through a salary schedule of services and grades.

THE WOOD-SMOOT BILL.

In the meantime two bills almost identical had been introduced in the Senate and House, commonly known as the Wood-Smoot bill (67th Cong., 1st sess., H. R. 2921 and S. 1079), the Senate bill being referred to your committee. These bills attempted to solve the

problem by establishing a series of salary grades without any general description of the duties of the positions to be classified under them. Instead of giving a general statement of duties and responsibilities, these bills gave a number of illustrative classes of duties which were to be treated as typical of positions in that grade. Positions not described were to be classified on the basis of their resemblance to others that were. The bills provided no standard titles and did not recognize the existence of classes under the salary grades, but as a matter of fact a brief and in some instances inadequate description was given of some 200 classes, mainly clerical, administrative, technical, and scientific. These bills did not begin to cover the entire service in Washington. In many instances parts of the descriptions bore a striking resemblance to the descriptions in the work of the joint congressional commission, though they were as a rule not so complete and definite.

BILL PASSED BY HOUSE ADOPTS CONTROL THROUGH SERVICES AND GRADES.

After the committees of the House and Senate had held joint hearings on the bills introduced, the House committee reported out H. R. 8928, which, with amendments, passed the House. It adopts the general principle of control through a compensation schedule of grades and services that was characteristic of Senate bill 13 and House bill 6298, and is entirely in harmony with the principles of classification recognized by the congressional joint commission and indorsed by the leading specialists in this field of endeavor.

The reasons for the important amendments recommended are as follows:

THE IMPORTANT AMENDMENTS.

CLASSIFICATION BY CENTRAL AGENCY INSTEAD OF BY DEPARTMENT HEADS WITH REVIEW.

The House bill provides that the head of each department shall allocate all positions in his department to their appropriate grades in the compensation schedule and shall fix the compensation of each employee thereunder, and that the Bureau of the Budget shall review, and may revise, such allocations. (Sec. 3, p. 3, line 21, et seq.) But a fundamental defect in the existing system is that different departments are paying different salaries for the same work, and a prime purpose of the present legislation is to bring about equal pay for equal work. The department heads through their staff of employees have knowledge of the duties of the positions, and thus they can easily communicate this knowledge to a classifying agency. They are not expected to be familiar with classification. Under the House provision they and their assistants would each have to master and interpret the classification act. There would be danger of as many interpretations as there are departments and independent establishments.

If the reviewing agency is to bring about uniformity, it would have to investigate the facts regarding each position after the department had passed on it and check up and frequently reverse the department head. In the judgment of your committee the House provision

would in no way reduce the amount of labor involved, if the legislation is to accomplish its real purpose of bringing about interdepartmental uniformity; and it might easily result in friction and irritation during the progress of the work because of reversals. Superficial or perfunctory review would be the source of serious injustices, either to the Government or to the employees, or to both. The committee therefore recommends (p. 5, lines 11 to 21) that the classifying agency shall ascertain and record the duties of positions and, after consultation with heads of departments and with the approval of the President, shall allocate employees to grades. Such a procedure will insure thorough and uniform work not only as to one but throughout all the departments, and will in our judgment eliminate a possibility of serious friction that exists in the other provision.

THE CIVIL SERVICE COMMISSION RECOMMENDED AS THE CLASSIFYING AGENCY.

The House bill makes the Bureau of the Budget the agency to review the allocations made by the department heads (p. 4, line 4, et seq.); to establish rules and regulations for the administration of the system (p. 6, line 8, et seq.), to classify new positions (p. 6, line 23, et seq.), to extend the classification to the field service and to make recommendations to Congress for the waiver of certain general rules (p. 9, line 16, et seq.). It provides that the Civil Service Commission shall assist the Bureau of the Budget at the request of said bureau (p. 3, line 25, et seq.), and that the commission shall establish uniform systems of efficiency ratings.

The committee amendments give all of these functions, with certain modifications, to the Civil Service Commission. The Civil Service Commission would define classes within grades; attach to each class the appropriate salaries within the grade established by Congress; allocate positions to their proper grade and class, after consultation with the department head; and make the necessary survey and prepare the necessary plans for the full extension of the system to the field service.

FUNCTION GIVEN TO THE BUREAU OF THE BUDGET.

But a most important function is given to the Bureau of the Budget by the provisions of section 11 as an amendment to the House bill. Section 11 provides as follows:

It shall be the duty of the Bureau of the Budget to make a study of the requirements of the several departments as to the number and qualifications of the employees necessary to enable such departments and the several bureaus or divisions thereof adequately to perform their proper functions under the law; to consider what rates of compensation, consistent with efficiency and economy in the Government service and the maintenance of a reasonable standard of living, should be paid to the civilian employees of the Government; to make a study of the rates of compensation provided in this act for the various services and grades with a view to any readjustment deemed by said bureau to be just and reasonable.

Said Bureau of the Budget shall, after such study and at such subsequent times as it may deem necessary, report its conclusions to Congress with any recommendations it may deem advisable.

However, under the Senate committee plan the Civil Service Commission becomes the principal administrative agency. The Bureau of the Budget is made the reporting and critical agency, and, of course, will be the estimating agency. It studies and reports on the system and makes recommendation to Congress in regard to the fairness and reasonableness of compensation as provided in the various schedules and in regard to the efficiency of the system, but it is not to be considered as the administrator of the system.

The Civil Service Commission is the door through which the classified employees enter the service and it passes on the eligibility of employees for promotion under the civil-service law. Under both House and Senate bills it is made the agency for the development of efficiency ratings. The logical course, therefore, seems to be to make this Commission the central agency to give the Government a modern system of employment management and personnel administration rather than to scatter the powers and responsibilities over a number of different agencies which may or may not work in harmony.

The Civil Service Commission is a going concern which, if necessary, may be further equipped to care for the proposed new functions. It is a bipartisan commission of three and not a bureau with a single head. It has the general confidence of the employees and of the public and is already equipped for the broad, quasi judicial decisions that will have to be arrived at in the installation of the new system.

Placing the administration in the hands of the commission and the critical consideration of the system in the hands of the Bureau of the Budget seems not only theoretically sound but practically expedient. The Bureau of the Budget has had many important functions given to it and it has only made a beginning, although a promising beginning, in its work. It would doubtless be seriously embarrassed if it were to-day suddenly saddled with the enormously detailed task of revising the reclassification of all Federal employees. The Civil Service Commission, with its existing distinct organization covering the country and its experience in personnel recruiting, seems much better equipped to start the work.

EXTENSION OF THE SYSTEM TO THE FIELD.

The House bill makes the compensation schedules apply only to civilian employees in the departments and independent establishments within the District of Columbia (p. 3, lines 13 to 15). For the field service it provides that the Bureau of the Budget, as soon as practicable after the passage of the act, shall report to Congress schedules of positions which shall follow the principles and rules of the compensation schedules in so far as they are applicable to the field service (p. 7, lines 11 to 16). The schedules in the bill were developed on the basis of facts regarding the positions in the District of Columbia, but many of the positions in the field are perfectly comparable with positions in the District of Columbia. This is notably the cases regarding professional, scientific, and clerical positions. Considerable time and labor could be saved and the unsatisfactory bonus system could more promptly be done away with if the legislation should provide that the schedules in the bill should be used for the field service in so far as they are applicable and that the slower process

of devising new schedules and reporting them to Congress should only be used for such positions in the field service as are not properly classifiable under the salary schedules of this bill. Provisions of this nature are substituted for the House provisions regarding the field service.

PROVISION FOR THE SKILLED TRADES AND LABOR SERVICES.

The House bill omits from the compensation schedules "employees in positions the duties of which are to perform or assist in apprentice, helper, or journeyman work in a recognized trade or craft and skilled and semiskilled laborers (p. 3, lines 13 to 18). As the bill was reported by the House Committee it contained a provision that, subject to revision and approval by the Bureau of the Budget, the wages of such employees were to be fixed and readjusted from time to time by a board of three members to be known as the Federal Wage Commission to be appointed by the President and to hold office during his pleasure. One member of such commission was to have been chosen from the employees affected. This section was stricken out by the House and no substitute was provided. Thus the bill as it passed the House makes no provision for the skilled trades and labor services. Senate bill 13 contained a skilled trades service and a common and specialized labor service and for each grade of this service it was provided that "the compensation for classes of positions in this grade shall be in accordance with the prevailing practice." These schedules have been inserted as amendments to the House bill with this added provision:

Where it is provided for any grade of the skilled trades or the common and specialized labor service that the compensation shall be in accordance with the prevailing practice, such practice shall be determined by agreement between the head of the department and a representative of the class affected, such agreement to be subject to the approval of the Bureau of the Budget. In the event of a failure to agree on such prevailing practice, or in the event of nonapproval of any agreement reached by the head of the department and the representative of such class, then such prevailing practice shall be determined by the Bureau of the Budget on consultation with the classifying agency.

This provision it is believed affords a simple, direct, and workable solution for fixing compensation where there is direct competition between the Government and private employers and considerable fluctuation in wage rates.

IMMEDIATE REDUCTION OF EMPLOYEES ABOVE GRADE UNWISE.

In the rules for fixing an employee's salary in accordance with the compensation schedules the House provided (p. 8, lines 16 to 19):

If the employee is receiving compensation in excess of the range of salary prescribed for the appropriate grade, the compensation shall be reduced to the rate within the grade nearest the present compensation.

In the abstract this provision has much to commend it, but the wisdom of inserting so drastic and far-reaching a provision is, to say the least, doubtful and much harm may arise from it.

The Interstate Commerce Commission has written that the inclusion of such a provision would require it to reduce the compensation of some of its very best men who are in positions of very great responsibility and who are receiving less than is paid by the railroads and other

private enterprises for corresponding work. It might even result in the resignation of these men. They are now paid from lump-sum appropriations and their present salaries are not specifically authorized by law, although they have regularly been reported to the Appropriations Committees. Other Government agencies in direct competition with outside organizations are paying salaries higher than those carried in this measure and probably will have to continue to pay them. The reclassification measure can not of, course, make such high salaries the rule for Government employees, but it does not seem like sound practical administration by strict rule to prohibit them as exceptions or to reduce them pending formal authorization and approval by Congress.

The specialists in salary standardization who worked with the Reclassification Commission and appeared before the committees have been unanimous in their recommendations against reducing those who are above grade, to grade, even in cases where the employee is actually overpaid for his work. Reductions of this nature, they point out, are harsh and in some cases are likely to result in suffering and hardship. The tendency under such a law is to mitigate the harshness by administrative action. An employee over grade may be assigned new duties for which he is not well suited so as to permit his allocation to a higher grade or he may be selected for promotion shortly after his salary has been reduced, so as to take care of him. This action is especially likely to be taken if his position above grade was due to his political or personal influence. The best practice appears to be to let the small number of cases that are above grade continue for a year at least so that the Congress may know how many there are and what their nature is rather than blindly to legislate them out of existence. An amendment has accordingly been proposed to make the provision read:

If the employee is receiving compensation in excess of the range of salary prescribed for the appropriate grade, or class thereof, no change shall be made in his compensation so long as he continues in the same position and Congress appropriates therefor: *Provided*, That such position on becoming vacant shall be filled at a rate of compensation fixed for its grade or class.

RULE REGARDING ENTRANCE SALARIES MADE MORE FLEXIBLE.

Rule 6 of the House bill (p. 9, lines 1 and 2) reads:

All vacant or new positions shall be filled at the minimum rate of the appropriate grade or division [class] thereof.

In the higher professional, technical, and administrative grades the difference between the minimum and the maximum for a grade is several hundred dollars, a difference of such consequence that men who might be recruited at the higher salaries of the grade would not be interested in applying for the position if they could get only the entrance rate. In cases where the number of qualified men is small this exclusion of a few of them from the competition, especially those who were the higher paid in private enterprise, might prove a serious handicap to the Government. It has accordingly seemed wise to give the classifying agency, subject to certain safeguards, power to waive this rule. The rule as amended would read:

All vacant or new positions shall be filled at the minimum rate of the appropriate grade or class thereof, but the classifying agency may, in special instances and with the approval of the Bureau of the Budget, authorize appointments at rates above the

minimum for the class if such action is clearly necessary in the interests of good administration; and in exercising this power it shall not distinguish between applicants for the position or positions involved except on the basis of their qualifications for the performance of the duties required. The classifying agency in its annual report to Congress shall publish the facts regarding each case or class of cases in which this power is exercised.

RULE REGARDING SALARY ADVANCEMENT MADE MORE FLEXIBLE.

Section 7 of the House bill reads:

Increases in compensation shall be allowed only upon the attainment and maintenance of the appropriate efficiency ratings, to the next higher rate within the salary range of the grade, and not more than once a year: *Provided*, That in any case wherein a specific recommendation is made by the Bureau of the Budget, and the Congress specifically appropriates the money therefor, an increase in compensation may be allowed at any time to any rate within the salary range of the grade. And for such appropriation by Congress this provision shall be sufficient authority.

As Congress is not in continuous session and as it would take considerable time to get legislative action approving a recommendation for an increase more frequent than once a year or to a rate for the grade above the next higher rate, it seemed wise to the committee to make provision whereby this action could be taken administratively subject to proper restraints and with official reports to the Congress. The maximum for the grade would be legally the upper limit for any special increase, and such increase could not run many months before it would be reviewed by Congress. The provision as amended would read:

SEC. 6. Increases in compensation shall be limited to once a year and to the next higher rate within the salary range of the grade or class thereof and shall be allowed only upon the attainment and maintenance of the appropriate efficiency rating: *Provided, however*, That the classifying agency, at the request of the head of the department, with the approval of the Bureau of the Budget, and on the basis of facts clearly demonstrating that the action is in the interests of good administration, may at any time specifically authorize an increase to any rate for the grade or class to which the position is allocated.

The classifying agency in its annual report to Congress shall publish the facts regarding each case or class of cases in which it exercises this power to authorize increases at more frequent intervals than once a year or to increase the compensation to a rate above the next higher rate for the class to which the employee's position is allocated.

In no case, however, shall the compensation of any employee be increased unless Congress has appropriated money from which the increase may lawfully be paid, nor shall the rate for any employee be increased beyond the maximum rate for the grade to which his position is allocated.

Nothing herein contained shall be construed to prevent the promotion of an employee from one class to a vacant position in a higher class at any time in accordance with civil-service rules, and when so promoted the employee shall receive compensation according to the schedule established for the class to which he is promoted.

IMPORTANT AMENDMENTS TO THE DEFINITIONS OF SERVICES AND GRADES.

CLASSIFICATION OF NURSES.

The House bill contained an "institutional service" (p. 23, line 10 et seq.) to include "all classes of positions the duties of which are to perform or supervise nonprofessional work incident to the care, treatment, and well-being of inmates of hospitals, charitable, correctional, or other Government institutions." It resembled fairly closely the nursing and attending service of Senate bill 13.

Exception was taken to the classification on the ground that it failed to recognize the occupation of a trained, registered nurse as a profession, and it was considered an unfair discrimination against one of the leading professions open to women and made up almost exclusively of women. Upon further study it has seemed entirely practicable that nurses whose duties require them to pursue a professional or scientific training equivalent to that represented by graduation from a college or university of recognized standing shall be included in the professional service, and that other nurses who are not required by their duties to have attained full professional standing shall be classified in the subprofessional service.

VALUE OF MAINTENANCE TO BE DEDUCTED.

In connection with the salaries for nurses, attention should be called to the fact that the bill provides (p. 7, lines 7 to 9):

The classifying agency shall make necessary adjustments in compensation for positions carrying maintenance.

The salaries carried in the bill represent the full compensation, and if maintenance is provided the fair value of that maintenance will be determined by the classifying agency and deducted in determining the actual cash compensation.

In several places in the House bill a cash salary was provided "with maintenance or the cash value of such maintenance." It is proposed to amend the bill so as to specify the cash value of the compensation to be paid in such cases and to provide for deductions for maintenance. Stating the full cash value permits of ready comparison between the compensation for a class that gets maintenance with a class that does not. Administratively the new form is better because it permits of recognition of the variations in the extent to which maintenance is furnished and in its value.

ELIMINATION OF THE INSTITUTIONAL SERVICE.

The new provision for the nurses would leave in the institutional service a comparatively small group of persons engaged in housekeeping and domestic service. They are practically all in skilled trades or in common and specialized labor and it is therefore proposed to strike from the bill the institutional service and to provide for these employees in accordance with the provisions for the skilled trades and labor services.

ADDITIONAL CALLINGS ENUMERATED IN PROFESSIONAL AND SCIENTIFIC SERVICE.

In the House bill, and in the earlier similar bills, certain scientific and professional callings were omitted from the list specifically enumerated as professional and scientific (p. 14, lines 6 to 14), largely because most of the positions in the particular line of work were not in the professional service but came in some other, generally either subprofessional or clerical. Although the bill specifically provided that the specific mention of certain callings should not be construed to exclude other callings which are to an equal degree professional, the professional employees in these omitted callings who had been

recognized by the congressional commission as requiring professional or scientific training equivalent to graduation from a college or university of recognized standing, sought specific mention. Three new callings, editing, illustrating, and transportation have been added. By no means all employees engaged in these three callings will be included, but only those whose work requires that they have training in a profession or a science equivalent to that represented by graduation from a college or university of recognized standing. The clerical or subprofessional positions in these lines of activity will be allocated to the appropriate grades in their proper services.

ADEQUATE PROVISION FOR THE RESPONSIBLE INDEPENDENT WORKERS IN THE CLERICAL SERVICE.

Under the House bill, with certain specified exceptions, no clerical employee could be promoted beyond grade 4, salary \$1,860 to \$2,340, unless he had supervision over a large clerical organization engaged in difficult or varied work (p. 21, lines 9 to 12). In the service at Washington there are some clerical employees who exercise no direct supervision over any other employees, but who are, because of their long and successful experience, possessed of an expert knowledge of the subject with which their office deals, or of its practice and procedure. They are the ones who are called in by administrative officials and upon whose judgment and advice many important decisions are reached. Their number is very small, but they are among the most valuable Government employees. Possibly typical of such positions are the highest class of examiners, who work independently and pass upon the markedly complicated cases that arise in connection with land patents, pensions, and Indian claims, or in adjudicating claims for excess charges for transportation. They often advise other employees and teach them the work without being directly in charge of them. To provide for this type of employees the main provision of grade 5 of the clerical service has been amended to read:

Grade 5, which may be referred to as the principal clerical grade, shall include all classes of positions in this service the duties of which are to supervise a large or important clerical organization engaged in difficult or varied work, or independently to serve as the recognized authority or adviser in matters requiring long successful experience and an exceptional knowledge of the most difficult and complicated procedure or of a very difficult and complex subject matter.

This provision would permit employees of this type after long and efficient service to reach a maximum salary of \$2,880, while working independently or with supervision over a small but highly important clerical unit, provided the salary rates as contained in the bill are approved.

CHIEFS AND ASSISTANT CHIEFS OF NONSCIENTIFIC BUREAUS AND ASSISTANT HEADS OF DEPARTMENTS.

The schedules in the House bill contained no provision for the chiefs and assistant chiefs of large bureaus not requiring professional or technical training, or for the assistant heads of departments. To provide for them it is proposed to change the title of the clerical service to the clerical and administrative service, to add a provision

for the assistant chiefs to grade 7 (salaries, \$3,780 to \$4,740), and to add a new grade 8, as follows (p. 23, lines 1 to 9):

Grade 8, which may be referred to as the executive grade, shall include all classes of positions in this service the duties of which are to serve as the head of a large bureau or independent establishment not requiring professional or technical training, or as assistant head of a department.

The annual rates of compensation for classes of positions in this grade shall be \$4,980, \$5,220, \$5,460 and \$5,700, unless a higher rate is specifically authorized by law.

THE LAY INSPECTORS, BUREAU OF ANIMAL INDUSTRY.

Lay inspectors of the Bureau of Animal Industry fall in three grades in the inspectional service; the inspectors working under supervision in grade 2, the inspectors working only under general direction in grade 3, and the supervisors in grade 4. In the District of Columbia there are no supervisors, and hence no provision was made for inspectors of this type in grade 4, but as there were inspectors of each of the other grades provision was made for them in grades 2 and 3. This partial provision led to confusion, and fear arose that all the inspectors, including the supervisors, were to be put in grades 2 and 3, which would involve a reduction in salary for some of the supervisors. To clear up any ambiguity on this score it is proposed to insert the description of the supervisors in grade 4 (p. 32, line 22, to p. 33, line 1).

CHANGES IN THE LEVEL OF SALARIES.

The legislation herein proposed for standardizing salaries is not based on the theory that it is practicable or desirable to fix a level of salaries to continue unchanged over a long period of years. One of the principal causes of the existing unsatisfactory conditions regarding salaries is that the tendency has been to fix the salary of a position at the time the position is created and then to leave it at that rate regardless of the changes that take place in the cost of living and in the rates that competing employers pay for similar work. As a consequence, similar positions in the Government service created at different times carry very different salaries. If the cost of living goes up, the employees in the older positions become dissatisfied because of the economic pressure they are under, the more independent and resourceful resign to enter private employment; and the new recruits brought into the service to fill their places are, as a rule, not the equals of their predecessors. If the cost of living falls, it brings the positions created before the advance in the cost of living back to a salary reasonably in keeping with that in private employments, but it leaves the positions created during very high prices above the new level. To a certain extent the Government is compensated for these higher salaries in that it holds its employees and when vacancies do occur they can be filled with exceptionally good men.

The type of men the Government is to employ should depend not on the cost of living but on the needs of the Government service. The person who enters the employ of the Government should have reasonable assurance that his real wage, as distinguished from his money wage, will remain fairly stable and that from time to time

adjustments will be made in his salary to offset changes in the cost of living. The entrance salaries for new employees should always bear a relationship both to the requirements of the service and compensation in private enterprise.

BILL CREATES MECHANISM FOR READY REVISION OF SALARIES.

The principal merit of the proposed legislation is that it provides a simple legislative and administrative system whereby the salary levels for the Government service may be reviewed and controlled. It proposes to do away with the practice of considering, or possibly more accurately failing to consider, each year the salaries of thousands of different positions, unclassified and ungraded so far as duties and responsibilities are concerned. It proposes to substitute a compensation schedule of services and grades that when completed for the field services will probably not be more than 40 pages in length in bill form and which can be reviewed by the Congress and its committees in a fraction of the time now required for an adequate review of the salaries of individual positions. The bill further proposes to require the classifying agency to maintain, in cooperation with the department heads, the closest relationship between the detailed duties of the positions and the controlling schedules fixed by Congress, and it places the duty on the Bureau of the Budget "to consider what rates of pay, consistent with efficiency and economy in the Government service and the maintenance of a reasonable standard of living, should be paid to the civilian employees of the Government" and "to make a study of the rates of compensation provided in this act for the various services and grades with a view to any readjustments deemed by said bureau to be just and reasonable."

The establishment of a system for an adequate review of Government salaries and for a real control of expenditures for services, with due regard to the duties and responsibilities of the positions, is one of the fundamental reforms required to put the operations of the Government on a business basis. It has the indorsement of impartial students of Government administration, of many business organizations, including the Chamber of Commerce of the United States, of progressive administrators in the Federal service, and of the great body of employees.

SALARY LEVELS PROPOSED NOT BASED ON PREDICTIONS OF CHANGES IN COST OF LIVING.

The committee has not felt called upon to predict the probable future course of prices and the cost of living in recommending the salary rates proposed in the bill. Some people predict a continued gradual decline in prices, and others, including Prof. Irving Fisher, believe that after the present depression prices will advance again to high levels, although not as high as were reached following the armistice, and that thereafter a slow decline will begin. Prof. Fisher predicted to your committee that this country would not return to the prewar level of prices, at least for many years. As the situation appeared to the committee, it did not require a prediction of the future course of prices but the establishment of a system which would permit

of adjustment to meet serious changes in the general level of prices and the fixing of a level of salaries for the present that fairly meets present conditions.

STUDY OF SALARIES MADE BY RECLASSIFICATION COMMISSION.

The research and investigative work necessary to fix the general level of salaries was done by the Congressional Joint Commission on Reclassification of Salaries. It considered what the Government was then paying for the several classes of work, with due distinction between the old establishments, under statutory appropriations and with rates fixed before the war, and the new or war-expanded organizations, under uncontrolled lump-sum appropriations. It conducted original field investigations to determine what private employers were paying for similar services; and the Bureau of Labor Statistics supplied it with data on the cost of living in Washington and on the changes in the cost of living and in prices over a series of years.

Careful examination of the salary levels recommended by the Reclassification Commission shows that the commission was conservative. It by no means restored to the average Government salary the purchasing power it had prior to the war. In 1913 the average salary of the Government employees in the District of Columbia, according to figures from the Official Register of the United States, was approximately \$1,134. The recommendations of the Reclassification Commission would have made the average salary in the neighborhood of \$1,600, an increase over the average in 1913 of about 41 per cent. The increase that has taken place in that period in retail prices was over 80 per cent. The commission either anticipated a marked decrease in prices and the cost of living, or else meant that the Government employees should permanently get a considerably lower real wage than they had in the prewar days.

INCREASE OF SALARIES UNDER COMMISSION'S RECOMMENDATIONS.

An analysis of the figures compiled by the commission regarding salaries paid on April 20, 1919, and of the bonus provided under the act of March 1, 1919, showed that the salaries recommended by the commission would represent an increase in payments for salaries, over and above the amounts then paid for salary and bonus, of about 8.8 per cent.

When the first Lehlbach bill was drafted, an independent check was made of the salary recommendations, and it was found that the commission had followed "a sound and conservative policy as to salaries." The salaries in the Lehlbach bill and in Senate bill 13 were based on those recommended by the commission, with some slight simplifications and a few minor corrections. These salaries were carried in the House bill when it was reported from the committee, and it was estimated that they would involve for the professional, subprofessional, clerical, custodial, and inspectional services an increase over base pay and bonus in the neighborhood of 8½ per cent ultimately, although the immediate increase would be less than that, because of the provision of the bill that employees below grade should be raised only to the minimum rate for the grade.

INCREASES IN COST ELIMINATED IN HOUSE.

During the debate considerable sentiment developed against making any increase in the average pay per employee. Reclassification under the rates proposed in the Lehlbach bill for the District of Columbia would have cost from five and a half to eight million dollars, and this cost would have been met by a reduction of less than 6,000 employees at the present average salary. In fact, the reduction of force that took place between June 30, 1921, and October 31, 1921, would have been more than sufficient to offset the increased cost due to reclassification. But the sentiment of the House was not only against increasing the total expenditure for salaries; it was against making any material increase in the average salary. To comply with the sentiment, the committee having the bill in charge offered a committee amendment reducing the original rates from 5 to 10 per cent, and it presented an estimate based on the figures compiled by the Reclassification Commission which showed that the ultimate increase for the professional, subprofessional, clerical, custodial, and inspectional services would be less than 2 per cent. When allowance is made for the increases that have taken place in salaries since April 30, 1919, and for the provision for allocating positions below grade to the bottom of the grade, it can be fairly said that the rates in the bill passed by the House involved no increase in average salaries, if it did not in fact involve some slight decrease.

The average salary under the House bill would be approximately \$1,500, which is roughly comparable with the average salary of \$1,134 paid in 1913, according to figures from the Official Register of the United States. These figures would indicate an average increase of \$366 or of about 32 per cent over the salaries paid in 1913. In December, 1921, the cost of living, according to the Bureau of Labor Statistics, was 74.3 per cent higher for the country as a whole and 63 per cent higher for the District of Columbia than it was in 1913 and the general level of wholesale prices for the country as a whole was 49 per cent higher than in 1913. The salary levels passed by the House obviously fall far short of restoring to the salary of the Government employee the purchasing power it possessed prior to the war and must be regarded as anticipating a rapid fall in the cost of living or an early reconsideration of salaries with the return of prosperity.

AS TO APPROVAL OF HOUSE RATES.

The committee has in general refrained from amending the rates as reported by the House, because under existing economic conditions and the present state of the national finances it is perhaps best to inaugurate a new system of salary standardization at rates approximating those now being paid with the expectation that readjustments will be made as conditions become more stable. In two or three cases in the subprofessional and clerical service a slight addition has been made where it is believed the proposed rates are somewhat below existing rates and the nurses would receive somewhat higher rates by the classification proposed for them than they would receive in the House bill, but the big difference is in the case of the professional and scientific service.

HIGHER RATES FOR PROFESSIONAL AND SCIENTIFIC SERVICE.

For the professional and scientific service the committee would restore the rates recommended in general by the Reclassification Commission and contained in the House bill as it was reported by the committee and contained also in Senate bill 13. Under this scale the entrance salary for the lowest positions requiring scientific or professional training equivalent to that represented by graduation from a college or university of recognized standing would be \$1,800 instead of \$1,620. To the highly successful professional or scientific man who is placed in full administrative and scientific charge of a major professional or scientific bureau it would pay from \$6,000 to \$7,200, unless a higher salary is specifically authorized by law. The House bill would give such an employee \$5,400 to \$6,600, unless a higher salary is specifically authorized by law. This change would add less than 2 per cent to the cost of reclassification.

The Government probably can never compete on the basis of salary with private business and industrial enterprises seeking to secure scientific and professional services. The rates it offers should, however, bear a fairly close relationship to those being paid by the largest and strongest colleges and universities of the country. The following tabular statement gives the salaries now being paid by some of those colleges and universities. In connection with these figures it should be borne in mind that the opportunity to rise to the rank of a full professor in a college or university is greater than the opportunity of a Government scientist to rise to the head of a bureau or even to the next highest grade of the professional and scientific service. In the judgment of the committee the money required for retaining a high-grade professional and technical service would be money well spent.

Salaries in the leading State universities.

Institution.	Professors.			Deans.			President.
	Minimum.	Average.	Maximum.	Minimum.	Average.	Maximum.	
University of Wisconsin....	\$3,900	\$5,075	\$7,500	\$3,750	\$6,663	\$8,500	\$11,500
University of Michigan....	2,000	5,025	7,500	4,500	8,400	15,000	19,000
University of Illinois.....	3,000	4,918	7,000	5,000	6,750	8,500	13,500
University of California....	3,000	4,741	7,000	.....	.....	8,000	20,000
University of Minnesota....	4,000	4,456	.....	5,500	6,542	8,000	15,400
Ohio State University.....	3,000	4,450	7,500	4,000	5,536	6,000	12,000
Cornell University.....	3,500	4,432	6,250	6,000	6,600	7,500	17,500
Average.....	3,200	4,728	7,125	4,792	6,748	8,785	15,557

Salaries in the leading endowed institutions.

Institution.	Professors.			Deans.		
	Minimum.	Average.	Maximum.	Minimum.	Average.	Maximum.
Columbia.....	\$3,000	.....	\$10,000	.....	.....	.....
Harvard.....	6,000	.....	8,000	.....	.....	.....
Chicago.....	.....	\$5,032	.....	.....	.....	.....
Yale.....	5,000	.....	8,000	.....	.....	.....
University of Pennsylvania...	2,600	4,687	7,000	.....	\$5,680	\$8,000
Average.....	4,900	.....	8,250	.....	.....	.....

AMENDMENTS TO H. R. 8928.

Amend the title so as to read: "An act to provide for the classification of civilian positions within the District of Columbia and in the field service, for the standardization of compensation therefor, and for other purposes."

On page 2, line 2, after the word "department" strike out the words "which is" and insert the words "who are."

In line 7, after the word "service," insert a semicolon. In line 8 strike out the word "and," and after the word "teachers," in line 8, insert a comma and the words "librarians, school attendance officers, and employees of the community center department."

In line 9, after the word "Columbia," change the period to a semicolon and add the following: "and the commissioned personnel of the Public Health Service and the Coast and Geodetic Survey."

In line 16, after the word "same," insert the word "basic," and in the same line strike out the comma after the word "qualifications," and strike out the word "duties" and the comma following, so that the paragraph shall read:

The term "grade" means a subdivision of a service including one or more positions for which approximately the same basic qualifications and compensation are prescribed, the distinction between grades being based upon differences in the importance, difficulty, responsibility, and value of the work.

After line 19 insert a new paragraph, as follows:

The term "class" means a group of positions to be established under this act sufficiently similar in respect to the duties and responsibilities thereof that the same requirements as to education, experience, knowledge, and ability are demanded of incumbents, the same tests of fitness used to choose qualified appointees, and the same schedule of compensation made to apply with equity.

After line 22, on page 2, and as a separate paragraph, insert the following:

The term "classifying agency" means the United States Civil Service Commission.

Strike out lines 23, 24, and 25 on page 2 and lines 1 to 25, inclusive, on page 3, and insert the following:

SEC. 3. That the classification of employees shall apply to civilian employees in the departments within the District of Columbia and to the field service, and that the positions in such field service shall be allocated in accordance with the schedules of positions, grades, and salaries provided for in this act in so far as such schedules are applicable.

For the positions in the field service to which the compensation schedules herein provided are not applicable the classifying agency shall report to Congress, as soon as practicable following the passage of this act, all necessary new schedules of positions, grades, and salaries, which positions, grades, and salaries shall follow the principles and rules of the compensation schedules in so far as these are applicable to the field service. This report shall be made after a careful survey and shall include a list prepared by the classifying agency, after consultation with the head of each department, allocating all such field positions to their appropriate grades in said schedules and fixing the proposed rate of compensation of each employee thereunder in accordance with the rules prescribed in section 5 herein.

That the classifying agency, after consultation with the heads of departments, shall ascertain and record the duties of positions in the graded service and the qualifications of incumbents of such positions and shall then, after consultation with the heads of departments and subject to the approval of the President, allocate to each grade or class thereof in each of the several services, as hereinafter defined, all existing and new positions which have substantially similar duties and responsibilities and which require substantially similar education, experience, and ability on the part of incumbents.

Said classifying agency shall prepare an adequate statement giving (1) the duties and responsibilities involved in the classes of positions within the several grades, illustrated where necessary by examples of typical tasks, and (2) the minimum qualifications required for the performance of such duties and tasks.

The classifying agency may from time to time designate additional classes within the several grades and may combine, divide, alter, or abolish existing classes. Department heads shall promptly report the duties and responsibilities of new positions to the classifying agency.

On page 4, section 4, beginning with the word "Bureau" in line 1, strike out down to and including the word "allocations," in line 2, and insert in lieu thereof the words "classifying agency," and after the word "services," in said line 4, insert the words "and grades, and such," and in line 6 strike out the period after the word "necessary," and strike out lines 7 to 11, inclusive, and insert the following: "according to the kind and difficulty of the work performed, and may designate the rates of compensation for such subdivisions within the salary range of any particular grade," so that the paragraph shall read:

Sec. 4. That the classifying agency may make all necessary rules and regulations not inconsistent with the provisions of this act and provide such subdivisions of services and grades, and such titles of positions, and definitions of duties as it may deem necessary, according to the kind and difficulty of the work performed, and may designate the rates of compensation for such subdivisions within the salary range of any particular grade.

In line 12, on page 4, strike out the word "That" and insert the following: "Subject to the provisions of section 3 of this act, relating to the field service," and in line 15 strike out the words "Bureau of the Budget" and insert the words "classifying agency."

In line 17 strike out the word "division" and insert the word "class."

In line 19 strike out the words "Bureau of the Budget" and insert the words "classifying agency."

In line 21, after the word "maintenance," strike out the period and add the following: "and for positions requiring only part-time service."

Beginning with line 22 on page 4, strike all down to and including line 7 on page 5.

On page 5, line 8, strike out the numeral "6" and insert the numeral "5."

In line 15 strike out the word "division" and insert the word "class."

On page 6 strike out lines 3 and 4, and following the word "grade," in line 2, add the following: "or class thereof, no change shall be made in his compensation so long as he continues in the same position and Congress appropriates therefor: *Provided*, That such position on becoming vacant shall be filled at a rate of compensation fixed for its grade or class."

In line 6, after the word "or," strike out the word "division" and insert the word "class," and after the word "thereof," in said line 6, change the period to a comma and add the following: "but the classifying agency may, in special instances and with the approval of the Bureau of the Budget, authorize appointments at rates above the minimum for the class if such action is clearly necessary in the interests of good administration; and in exercising this power it shall not distinguish between applicants for the position or positions involved except on the basis of their qualifications for the performance of the

duties required. The classifying agency in its annual report to Congress shall publish the facts regarding each case or class of cases in which this power is exercised."

In line 8, after the word "receive," insert a comma.

Strike out lines 10 to 19, inclusive, and insert the following:

SEC. 6. Increases in compensation shall be limited to once a year and to the next higher rate within the salary range of the grade or class thereof and shall be allowed only upon the attainment and maintenance of the appropriate efficiency rating: *Provided, however,* That the classifying agency, at the request of the head of the department, with the approval of the Bureau of the Budget, and on the basis of facts clearly demonstrating that the action is in the interests of good administration, may at any time specifically authorize an increase to any rate for the grade or class to which the position is allocated.

The classifying agency in its annual report to Congress shall publish the facts regarding each case or class of cases in which it exercises this power to authorize increases at more frequent intervals than once a year or to increase the compensation to a rate above the next higher rate for the class to which the employee's position is allocated.

In no case, however, shall the compensation of any employee be increased unless Congress has appropriated money from which the increase may lawfully be paid, nor shall the rate for any employee be increased beyond the maximum rate for the grade to which his position is allocated.

Nothing herein contained shall be construed to prevent the promotion of an employee from one class to a vacant position in a higher class at any time in accordance with civil-service rules, and when so promoted the employee shall receive compensation according to the schedule established for the class to which he is promoted.

In line 22, on page 6, strike out the numeral "9" and insert the numeral "8."

In line 24 strike out the numeral "8" and insert the numeral "7."

On page 7, line 4, strike out the numeral "9" and insert the numeral "8."

In line 6, after the word "grades," insert the words "or classes thereof."

In line 18, after the word "grade," insert the words "or class thereof."

On page 8, line 1, strike out the numeral "10" and insert the numeral "9."

In line 3, after the word "prescribe," insert the following: "and regardless of the department or independent establishment in which the position is located."

In line 13 strike out the numeral "11" and insert the numeral "10."

After line 15 insert the following:

SEC. 11. It shall be the duty of the Bureau of the Budget to make a study of the requirements of the several departments as to the number and qualifications of the employees necessary to enable such departments and the several bureaus or divisions thereof adequately to perform their proper functions under the law; to consider what rates of compensation, consistent with efficiency and economy in the Government service and the maintenance of a reasonable standard of living, should be paid to the civilian employees of the Government; to make a study of the rates of compensation provided in this act for the various services and grades with a view to any readjustment deemed by said bureau to be just and reasonable.

Said Bureau of the Budget shall, after such study and at such subsequent times as it may deem necessary, report its conclusions to Congress with any recommendations it may deem advisable.

In line 18, page 8, after the word "professional," insert the words "and scientific," so that the title shall read "Professional and scientific service."

In line 19, after the word "professional," insert the words "and scientific."

In line 20 strike out the word "apprentice" and the comma following.

In line 24, after the word "professional," insert the words "or scientific."

On page 9, line 2, after the word "professional," insert the words "and scientific."

In line 5, after the word "economics," insert the word "editing."

In line 6, after the word "history," insert the word "illustrating."

In line 8, at the beginning of the line and before the word "patent," insert the word "nursing."

In line 10, after the word "translating," insert the word "transportation."

In line 12, after the word "professional," strike out the period and add the words "or scientific."

In line 19 strike out the figures "1,620," "1,740," "1,860," "1,980," and insert, respectively, the figures "1,800," "1,920," "2,040," "2,160."

On page 10, line 2, strike out the figures "2,100," "2,280," "2,460," "2,640," and insert, respectively, the figures "2,340," "2,520," "2,520," "2,700," "2,880."

In line 7, at the beginning of the line and before the word "assistant," insert the word "the," and in the same line, after the word "professional," strike out the word "grade" and insert the word "grades."

In line 11 strike out the figures "2,820," "3,060," "3,300," "3,540," and insert, respectively, the figures "3,120," "3,360," "3,600," "3,840."

In line 20 strike out the figures "3,720," "4,020," "4,320," and insert, respectively, the figures "4,140," "4,440," "4,740," and in line 21, strike out the figures "4,620" and insert the figures "5,040."

On page 11, line 6, strike out the figures "4,860," "5,160," "5,460," and insert, respectively, the figures "5,400," "5,700," "6,000."

In line 10 strike out the word "technical" and insert the words "the scientific."

In line 13 strike out the figures "5,400," "6,000," "6,600," and insert, respectively, the figures "6,000," "6,600," "7,200."

In line 20, after the word "professional" and before the word "service," insert the words "and scientific."

On page 12, line 4, strike out the figures "240," "300," "360," and insert, respectively, the figures "1,020," "1,080," "1,140," and after the word "with," in said line 4, strike out all down to and including the word "such," in line 5, and insert in lieu thereof the words "deductions for."

In line 23 strike out the figures "1,320," "1,440," "1,560," "1,680," and insert, respectively, the figures "1,380," "1,500," "1,620," "1,740."

On page 13, line 3, after the word "investigation," strike out the words "or school attendance."

In line 19, after the word "clerical," insert the words "and administrative," so that the title shall read "Clerical and administrative service."

In line 20, after the word "clerical," insert the words "and administrative."

On page 14, line 13, strike out the word "and" at the beginning of the line, and after the figures "\$1,440" change the period to a comma and add the following: "and \$1,500."

In line 14 strike out the word "full" and insert the word "main."

On page 15, line 16, strike out the word "chief" and insert the word "principal."

In line 18, after the word "large," insert the words "or important."

In line 19, after the word "work," change the period to a comma and add the following: "or independently to serve as the recognized authority or adviser in matters requiring long successful experience and an exceptional knowledge of the most difficult and complicated procedure or of a very difficult and complex subject matter."

In line 22, at the beginning of the line, strike out the word "stenographer" and insert the word "stenographic."

On page 16, line 9, after the word "major," strike out the word "administrative."

In line 21, after the word "establishments," change the period to a comma and add the following: "or to be assistant chief of a large and important bureau not requiring professional or technical training."

After line 25 insert the following:

Grade 8, which may be referred to as the executive grade, shall include all classes of positions in this service the duties of which are to serve as the head of a large bureau or independent establishment not requiring professional or technical training, or as assistant head of a department.

The annual rates of compensation for classes of positions in this grade shall be \$4,980, \$5,220, \$5,460, and \$5,700, unless a higher rate is specifically authorized by law.

Strike out all of pages 17 and 18 and down to and including line 18 on page 19.

On page 26, line 14, after the word "supervise," insert the following: "the work of subordinates engaged in the examination of food products, or the inspection of meat and meat products and the sanitary conditions of establishments where such products are handled; to supervise."

On page 27, line 23, after the word "railroad," strike out the word "tracks" and the comma following and insert the words "track and."

On page 30, line 16, after the word "police," strike out the semicolon and the remainder of line 16 and line 17 down to and including the word "court" following the word "Federal."

On page 31, line 25, after the word "work," change the semicolon to a period and strike out the remainder of the line, and strike out lines 1 and 2 on page 32.

On page 32, line 10, after the word "personnel," change the comma to a period and strike out the remainder of the line and all down to and including line 12.

In line 14, after the figures "\$3,000," change the comma to a period and strike out the remainder of the line and all down to and including line 16.

On page 33, line 3, after the word "department," strike out the remainder of the line and all of line 4.

On page 35, line 8, strike out the word "relative," at the end of the line, and insert the word "related."



On page 36, after line 19, insert the following

SKILLED TRADES SERVICE.

The skilled trades service shall include all classes of positions the duties of which are to perform, assist in, or supervise apprentice, helper, or journeyman work in a recognized trade or craft.

Grade 1 may be referred to as the apprentice grade, and the compensation for classes of positions in this grade shall be in accordance with the prevailing practice.

Grade 2 may be referred to as the helper grade, and the compensation for classes of positions in this grade shall be in accordance with the prevailing practice.

Grade 3 may be referred to as the journeyman grade, and the compensation of classes of positions in this grade shall be in accordance with the prevailing practice.

Grade 4 may be referred to as the foreman grade, and the compensation of classes of positions in this grade shall be in accordance with the prevailing practice.

Grade 5 may be referred to as the general foreman grade, and the compensation of classes of positions in this grade shall be in accordance with the prevailing practice.

Grade 6 may be referred to as the mechanical supervisor grade, and the compensation of classes of positions in this grade shall be in accordance with the prevailing practice.

COMMON AND SPECIALIZED LABOR SERVICE.

The common and specialized labor service shall include all classes of positions the duties of which are to perform or direct manual work requiring more or less special skill or experience, but no knowledge or skill in a trade or craft coming within the skilled trades service.

Grade 1 may be referred to as the common labor grade, and the compensation for classes of positions in this grade shall be in accordance with the prevailing practice.

Grade 2 may be referred to as the specialized labor grade, and the compensation for classes of positions in this grade shall be in accordance with the prevailing practice.

Grade 3 may be referred to as the semiskilled labor grade, and the compensation for classes of positions in this grade shall be in accordance with the prevailing practice.

Grade 4 may be referred to as the labor supervisory grade, and the compensation for classes of positions in this grade shall be in accordance with the prevailing practice.

Where it is provided for any grade of the skilled trades or the common and specialized labor service that the compensation shall be in accordance with the prevailing practice, such practice shall be determined by agreement between the head of the department and a representative of the class affected, such agreement to be subject to the approval of the Bureau of the Budget. In the event of a failure to agree on such prevailing practice, or in the event of nonapproval of any agreement reached by the head of the department and the representative of such class, then such prevailing practice shall be determined by the Bureau of the Budget on consultation with the classifying agency.

On page 36 strike out lines 20 to 24, inclusive, and lines 1 and 2 on page 37, and insert in lieu thereof the following:

SEC. 13. This act shall take effect and be in force from and after its passage and approval.



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